



~~August 20, 2002 CPC~~
September 18, 2002 BS

STAFF'S
REQUEST ANALYSIS
AND
RECOMMENDATION

02SN0293

GBS Holdings

Bermuda Magisterial District
South line of Centralia Road

REQUEST: Rezoning from Agricultural (A) to Residential (R-15).

PROPOSED LAND USE:

A single family subdivision having a minimum lot size of 15,000 square feet and a maximum of fifty (50) lots is planned.

PLANNING COMMISSION RECOMMENDATION

RECOMMEND APPROVAL AND ACCEPTANCE OF PROFFERED CONDITIONS 1 THROUGH 5 AND 7 THROUGH 12 ON PAGES 2 THROUGH 4 AND THAT PROFFERED CONDITION 6 ON PAGE 3 NOT BE ACCEPTED.

STAFF RECOMMENDATION

Recommend approval subject to road connectivity being addressed. This recommendation is made for the following reasons:

- A. The proposed zoning and land use conform to the Central Area Plan which suggests the property is appropriate for residential use of 1.0 to 2.5 units per acre.
- B. The proposed zoning and land use are representative of existing and anticipated area residential development.
- C. The proffered conditions address the impacts of this development on necessary capital facilities, as outlined in the Zoning Ordinance and Comprehensive Plan. Specifically, the needs for roads, schools, parks, libraries and fire stations is

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identified in the County's adopted Public Facilities Plan, the Thoroughfare Plan and Capital Improvement Program and the impact of this development is discussed herein. The proffered conditions adequately mitigate the impact on capital facilities, thereby insuring adequate service levels are maintained and protecting the health, safety and welfare of County citizens.

- D. Proffered Condition 6 prohibits any connection to the adjacent North Oaks Subdivision. Both the Fire and Planning Departments continue to support maintaining connections to recorded stub roads within adjacent subdivision developments for improved accessibility in emergency situations and connectivity. The Transportation Department does not support this connection unless a left turn lane is provided along Centralia Road at the development's access

(NOTE: THE ONLY CONDITION THAT MAY BE IMPOSED IS A BUFFER CONDITION. THE PROPERTY OWNER MAY PROFFER OTHER CONDITIONS. THE CONDITIONS NOTED WITH "STAFF/CPC" WERE AGREED UPON BY BOTH STAFF AND THE COMMISSION. CONDITIONS WITH ONLY A "STAFF" ARE RECOMMENDED SOLELY BY STAFF. CONDITIONS WITH ONLY A "CPC" ARE ADDITIONAL CONDITIONS RECOMMENDED BY THE PLANNING COMMISSION.)

PROFFERED CONDITIONS

- | | | |
|-------------|----|---|
| (STAFF/CPC) | 1. | Public water and wastewater shall be used. (U) |
| (STAFF/CPC) | 2. | The applicant, subdivider, or assignee(s) shall pay the following to the county of Chesterfield, prior to the issuance of building permit, for infrastructure improvements with in the service district for the property:

A. \$7,800.00 per dwelling unit, if paid prior to July 1, 2002; or
B. The amount approved by the Board of Supervisors not to exceed \$7,800.00 per dwelling unit adjusted upward by any increase in the Marshall and Swift building cost index between July 1, 2001, and July 1 of the fiscal year in which the payment is made if paid after June 30, 2002.
C. In the event the cash payment is not used for which proffered within 15 years of receipt, the cash shall be returned in full to the payor. (B&M) |
| (STAFF/CPC) | 3. | The maximum density of this development shall not exceed 50 lots. (P) |
| (STAFF/CPC) | 4. | Except for timbering approved by the Virginia State Department of Forestry for the purpose of removing dead or diseased trees, there shall be no timbering on the Property until a land disturbance permit |

has been obtained from the Environmental Engineering Department and the approved devices installed. (EE)

- (STAFF/CPC) 5. Direct access from the property to Centralia Road shall be limited to one (1) public road. The exact location of this access shall be approved by the Transportation Department. (T)
6. There shall be no connection to the North Oaks Subdivision. (P)
- (STAFF/CPC) 7. In conjunction with the recordation of the initial subdivision plat, forty-five (45) feet of right of way on the south side of Centralia Road, measured from the centerline of that part of Centralia Road immediately adjacent to the property, shall be dedicated, free and unrestricted, to and for the benefit of Chesterfield County. (T)
- (STAFF/CPC) 8. To provide an adequate roadway system at the time of complete development, the owner/developer shall be responsible for the following:
- a. Construction of additional pavement along Centralia Road at the approved access to provide a right turn lane; if warranted, based on Transportation Department standards;
 - b. Relocation of the ditch to provide an adequate shoulder along the south side of Centralia Road for the entire property frontage;
 - c. Dedication to Chesterfield County, free and unrestricted, any additional right-of-way (or easements) required for the improvements identified above. (T)
- (STAFF/CPC) 9. Prior to any construction plan approval, a phasing plan for the required road improvements, as identified in Proffered Condition 8, shall be submitted to and approved by the Transportation Department. (T)
- (CPC) 10. A twenty five (25) foot tree preservation strip shall be maintained along the western property line, adjacent to North Oaks Subdivision. Utility easements shall be permitted to cross this strip in a perpendicular fashion. Any healthy trees that are six (6) inches in caliper or greater shall be retained within this tree preservation strip except where removal is necessary to accommodate the improvements permitted by the preceding sentence. This condition shall not preclude the removal of vegetation from the tree preservation strip that is unhealthy, dying or diseased. (P)

- (STAFF/CPC) 11. There shall be no siting or locating of any manufactured home within this subdivision/residential development. (P)
- (STAFF/CPC) 12. Dwelling units shall have a minimum gross floor area of 1800 square feet. (P)

GENERAL INFORMATION

Location:

South line of Centralia Road, across from Agincourt Lane. Tax ID 780-661-5780 (Sheet 26).

Existing Zoning:

A

Size:

34.5 acres

Existing Land Use:

Vacant

Adjacent Zoning and Land Use:

North - R-9, A with Special Exception and A; Single family residential or vacant
South - R-25; Single family residential
East - A; Single family residential or vacant
West - R-12; Single family residential

UTILITIES

Public Water System:

There is an existing sixteen (16) inch water line extending along Centralia Road, adjacent to this site. In addition, there is a six (6) inch water line extending along Oakside Drive in North Oaks Subdivision that terminates adjacent to the western boundary of the request site. Use of the public water system is intended and has been proffered. (Proffered Condition 1)

Public Wastewater System:

There is an existing fifteen (15) inch wastewater trunk line extending along Crooked Branch, adjacent to the southern boundary of the request site. Use of the public wastewater system is intended and has been proffered. (Proffered Condition 1)

ENVIRONMENTAL

Drainage and Erosion:

The property drains to the south, through the adjacent property and directly into Crooked Branch. Crooked Branch is a perennial stream and, as such, is subject to a 100 foot conservation area and Resource Protection Area (RPA) requirements. There are currently no existing on- or off-site drainage or erosion problems, with none anticipated after development.

The majority of the property is wooded and, as such, should not be timbered until the issuance of a land disturbance permit. This will insure that adequate erosion control measures are in place prior to any timbering. (Proffered Condition 4)

PUBLIC FACILITIES

The need for fire, school, library, park and transportation facilities is identified in the Public Facilities Plan, the Thoroughfare Plan and the Capital Improvement Program. This development will have an impact on these facilities.

Fire Service:

The Public Facilities Plan indicates that Emergency Services calls are expected to increase forty-five (45) percent by the year 2015. Eight (8) new fire/rescue stations are recommended for construction by the year 2015 in the Plan. Based on fifty (50) dwelling units, this request will generate approximately eighteen (18) calls for fire and EMS services each year. The applicant has addressed the impact on fire service. (Proffered Condition 2)

The property is currently served by the Centralia Fire/Rescue Station, Company Number 17. When the property is developed, the number of hydrants, quantity of water needed for fire protection and access requirements will be evaluated during the plans review process.

The applicant has proffered not to make street connections to the North Oaks Subdivision (Proffered Condition 6). Oakside Drive in the North Oaks Subdivision is a stub road that was specifically designed for connection to the applicant's property. Although this connection is not required for the applicant's development of fifty (50) lots, in an emergency situation, the connection would benefit both the applicant's project and the North Oaks development. North Oaks has 105 lots accessed by a boulevard entrance from Centralia Road. With approval of the development, there was the expectation that the stub road connection would be made to eventually provide a second means of access to that development. The Fire Department continues to support connectivity between subdivisions, so that multiple access points are available to assist in an emergency response. Therefore, the Fire Department does not support the acceptance of Proffered Condition 6.

Schools:

Approximately twenty-seven (27) school age children will be generated by this development. The site lies in the Salem Elementary School attendance zone: capacity - 750, enrollment - 670; Salem Middle School zone: capacity - 1,030, enrollment - 1,129; and Bird High School zone: capacity - 1,650, enrollment - 1,832.

There are currently twelve (12) trailers at Salem Middle School and five (5) trailers at Bird High School. This development will have an impact on area schools. The applicant has agreed to participate in the cost of providing for area school needs. (Proffered Condition 2)

Libraries:

Consistent with the Board of Supervisors' Policy, the impact of development on library services is assessed County-wide. Based on projected population growth, the Public Facilities Plan identifies a need for additional library space throughout the County. This development will most likely have the greatest impact on the Central and Chester Libraries. The applicant has offered measures to assist in addressing the impact of this development on these facilities. (Proffered Condition 2)

Parks and Recreation:

The Public Facilities Plan identifies the need for four (4) new regional parks. In addition, there is currently a shortage of community park acreage in the County. The Public Facilities Plan identifies a need for 625 acres of regional park space and 116 acres of community park space by 2015. The Plan also identifies the need for neighborhood parks and special purpose parks and makes suggestions for their locations.

The applicant has offered measures to assist in addressing the impact of this proposed development on these Parks and Recreation facilities. (Proffered Condition 2)

Transportation:

The applicant has proffered that a maximum of fifty (50) lots will be developed on the property (Proffered Condition 3). Based on single-family trip rates, development could generate approximately 550 average daily trips. These vehicles will be distributed along Centralia Road, which had a 2000 traffic count of 10,529 vehicles per day.

The Thoroughfare Plan identifies Centralia Road as a major arterial with a recommended right of way width of ninety (90) feet. The applicant has proffered to dedicate forty-five (45) feet of right of way, measured from the centerline of Centralia Road, in accordance with that Plan. (Proffered Condition 7)

Access to major arterials, such as Centralia Road, should be controlled. The applicant has proffered that direct access to Centralia Road will be limited to one (1) public road. (Proffered Condition 5)

The traffic impact of this development must be addressed. The applicant has proffered to construct a right turn lane, along Centralia Road at the public road intersection and relocate the ditch to provide an adequate shoulder along the south side of Centralia Road, for the entire property frontage (Proffered Condition 8).

Proffered Condition 6 would prohibit access to North Oaks Subdivision. The Planning Commission has recommended that this proffer not be accepted. If the connection to North Oaks Subdivision is made a left turn lane should be constructed along Centralia Road at the development's access. The applicant has not committed to these improvements.

The Thoroughfare Plan identifies the need to improve existing roads, as well as construct new roads, to accommodate growth. Area roads need to be improved to address safety and accommodate the increase in traffic generated by this development. This development will have a direct impact on Centralia Road. Sections of Centralia Road have nineteen (19) foot to twenty (20) foot wide pavement, with no shoulders and are currently operating at capacity. Due primarily to the high number of accidents that have occurred, Centralia Road is identified as a priority on the Board of Supervisors' list of highway needs. The applicant has proffered to contribute cash, consistent with the Board of Supervisors' Policy, towards mitigating the traffic impact of this development. (Proffered Condition 2)

At time of tentative subdivision review, specific recommendations will be provided regarding access and the internal street network.

Financial Impact on Capital Facilities:

		PER UNIT
Potential Number of New Dwelling Units	50*	1.00
Population Increase	136.50	2.73
Number of New Students		
Elementary	12.20	0.24
Middle	6.50	0.13
High	8.00	0.16
TOTAL	26.70	0.53
Net Cost for Schools	179,800	3,596
Net Cost for Parks	40,600	812
Net Cost for Libraries	14,100	282
Net Cost for Fire Stations	15,750	315
Average Net Cost for Roads	143,150	2,863
TOTAL NET COST	393,400	7,868

*Based on a proffered maximum number of fifty (50) lots. (Proffered Condition 3)

As noted, this proposed development would have an impact on capital facilities. Staff has calculated the fiscal impact of every new dwelling unit on schools, roads, parks, libraries and fire stations at \$7,868 per unit. The applicant has been advised that a maximum proffer of \$7,800 per unit would defray the cost of the capital facilities necessitated by this proposed development. Consistent with the Board of Supervisors' Policy, and proffers accepted from other applicants, the applicant has offered cash to assist in defraying the cost of this proposed zoning on such capital facilities. (Proffered Condition 2)

Note that circumstances relevant to this case, as presented by the applicant, have been reviewed and it has been determined that it is appropriate to accept the maximum cash proffer in this case.

LAND USE

Comprehensive Plan:

Lies within the boundaries of the Central Area Plan which suggests the property is appropriate for residential use of 1.0 to 2.5 units per acre. A maximum of fifty (50) lots yielding a density of approximately 1.45 units per acre has been proffered. (Proffered Condition 3)

Area Development Trends:

Properties to the northeast, south and west are zoned R-9, R-25 and R-12 and have been developed as the Woodbine, Autumn Oaks and North Oaks Subdivisions. Properties to the east and northwest are zoned Agricultural (A) and are either occupied by single family dwellings or remain vacant. It is anticipated that residential zoning and land use patterns will continue in the area consistent with densities suggested by the Plan.

Density:

A maximum of fifty (50) lots on the property, yielding a density of approximately 1.45 units per acre has been proffered. (Proffered Condition 3)

Dwelling Size:

To address concerns of area property owners, proffered conditions address minimum house size. (Proffered Condition 12)

Prohibition on Manufactured Homes:

Proffered Condition 11 prohibits the location of manufactured homes on the subject property. The current Zoning Ordinance would not allow manufactured homes; however, there is pending State legislation that proposes to mandate that localities allow manufactured homes in those districts that allow single family dwellings constructed to the Uniform Statewide Building Code. Should this State legislation be adopted, depending upon the final language, Proffered Condition 11 may, or may not, have the effect of prohibiting manufactured homes.

Tree Preservation Strip:

In an attempt to address concerns of adjacent property owners in the North Oaks Subdivision relative to a vegetated separation between their lots and the dwellings within the proposed development, Proffered Condition 10 requires a tree preservation strip along the western property line, adjacent to the North Oaks Subdivision. This tree preservation strip will be included within the limits of proposed lots. It has been staff's experience that individual homeowners clear these areas resulting in a zoning violation on that individual lot. Given that retention of trees within this strip will be difficult, if not impossible, for the County to enforce, staff recommends that Proffered Condition 10 not be accepted.

Prohibition on Road Connection:

Proffered Condition 6 precludes any road connection from the subject property, west to the adjacent North Oaks Subdivision. Oakside Drive within the North Oaks Subdivision was recorded as a stub road, in anticipation of a future connection to the subject property. In addition to promoting fire and emergency services safety, stub road connections provide interconnectivity among adjacent residential developments, thereby reducing congestion along collector and arterial roads and providing a convenient and safe access to neighboring

properties. The Planning and Fire Departments support maintaining road connections between these adjacent developments and, therefore, does not support the acceptance of Proffered Condition 6. It should be noted, as discussed in the “Transportation Section,” the Transportation Department does not support the connection unless a left turn lane is provided along Centralia Road at the development’s access. Further, as written, this proffered condition would also preclude pedestrian connections between these projects.

CONCLUSIONS

While the proposed zoning and land use conform to the Central Area Plan which suggests the property is appropriate for residential use of 1.0 to 2.5 units per acre, proffered conditions preclude road connections between the subject property and the adjacent North Oaks Subdivision, thereby preventing both the improved accessibility to both developments in emergency situations and a convenient and safe access between these developments.

The proffered conditions address the impacts of this development on necessary capital facilities, as outlined in the Zoning Ordinance and Comprehensive Plan. Specifically, the needs for roads, schools, parks, libraries and fire stations is identified in the County’s adopted Public Facilities Plan, the Thoroughfare Plan and Capital Improvement Program and the impact of this development is discussed herein. The proffered conditions adequately mitigate the impact on capital facilities, thereby insuring adequate service levels are maintained and protecting the health, safety and welfare of County citizens.

Given these considerations, approval of the request is recommended subject to addressing concerns relative to road connectivity to North Oaks Subdivision.

CASE HISTORY

Planning Commission Meeting (8/20/02):

The applicant did not accept the recommendation. There was support present. Those in support indicated that the proffers insured privacy and safety for the adjacent subdivision development to the east (North Oaks) through precluding road connections to that development and providing a vegetated separation between the developments (tree preservation strip).

Based upon input from the Transportation Department, Mr. Cunningham acknowledged that should a road connection be made from the property to North Oaks Subdivision, a left turn lane into the property from Centralia Road may be warranted by the County or VDOT.

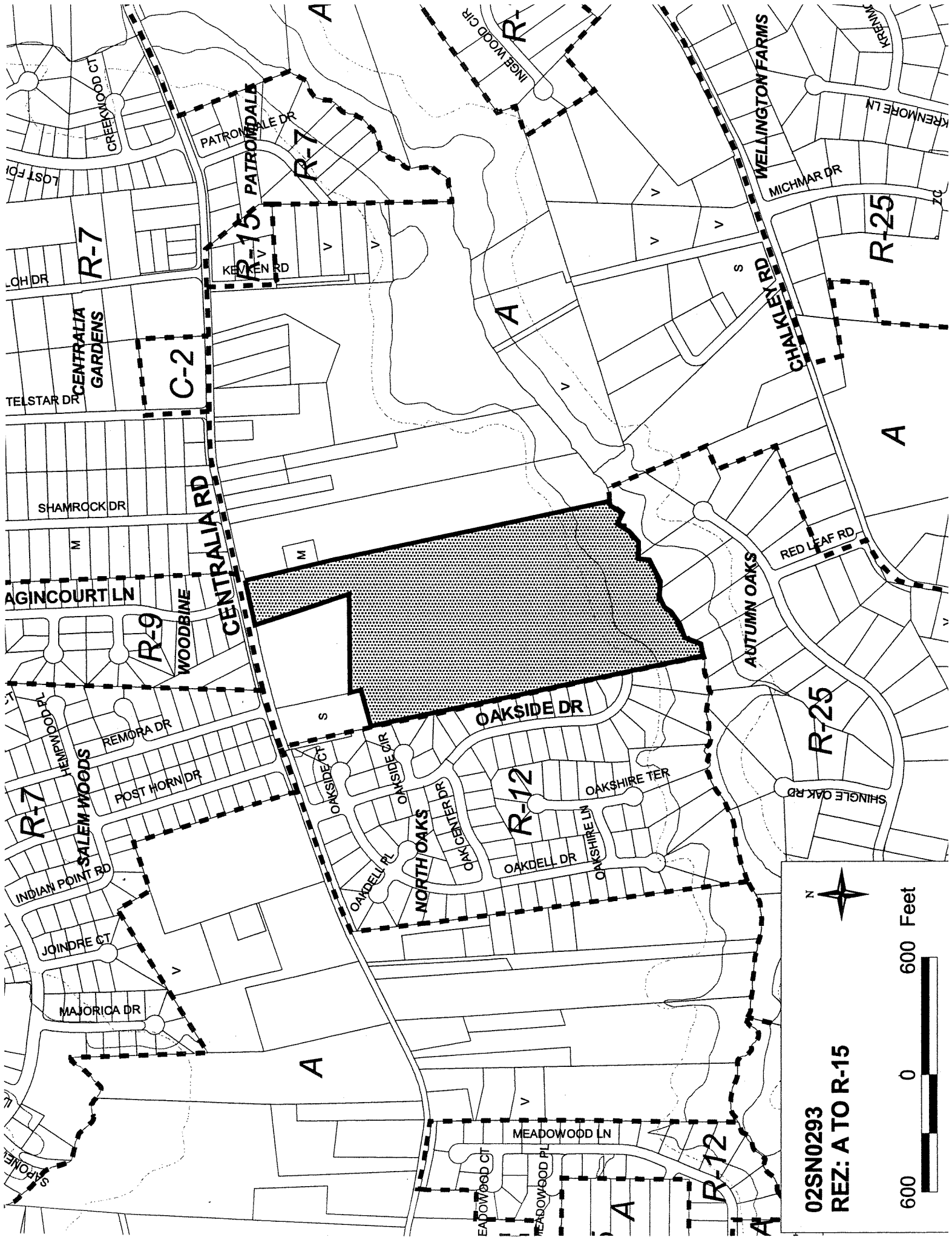
Messrs. Litton and Gecker indicated that road connections should be evaluated as part of the tentative subdivision review process. The applicant indicated that they had agreed to not connect to North Oaks Subdivision based upon desires of that subdivision. The applicant indicated that they would not be opposed to the connection provided they would not held

responsible for construction of a left turn lane at their entrance to the development on Centralia Road.

On motion of Mr. Cunningham, seconded by Mr. Gulley, the Commission recommended approval of this request and acceptance of Proffered Conditions 1 through 5 and 7 through 12 on pages 2 through 4 and that Proffered Condition 6 on page 3 not be accepted.

AYES: Unanimous.

The Board of Supervisors, on Wednesday, September 18, 2002, beginning at 7:00 p.m., will take under consideration this request.



02SN0293
REZ: A TO R-15

